BRITISH COLUMBIA POLICE COMMISSION

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The Honorable Russell G. Fraser
Solicitor General of British Columbia
Parliament Buildings
Victoria, B.C.

DEAR MR. FRASER:

I have the honour to submit to you the Annual Report of the British Columbia Police Commission for the fiscal year 1988/89, pursuant to the provisions of Section 48 of the Police Act, S.B.C. 1988, Chapter 53.

Yours truly,

J. DAVID N. EDGAR
Chairman
British Columbia
Police Commission

January 31, 1990

The Honorable David C. Lam,
Lieutenant-Governor of the Province of British Columbia

MAY IT PLEASE YOUR HONOUR:

The Annual Report of the British Columbia Police Commission for the period April 1, 1988, to March 31, 1989, is respectfully submitted.

RUSSELL G. FRASER
Solicitor General

Office of the Solicitor General
January 1990

BRITISH COLUMBIA
POLICE COMMISSION

1988/89 ANNUAL REPORT

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I. INTRODUCTION

Commission Mission, Functions, and Personnel

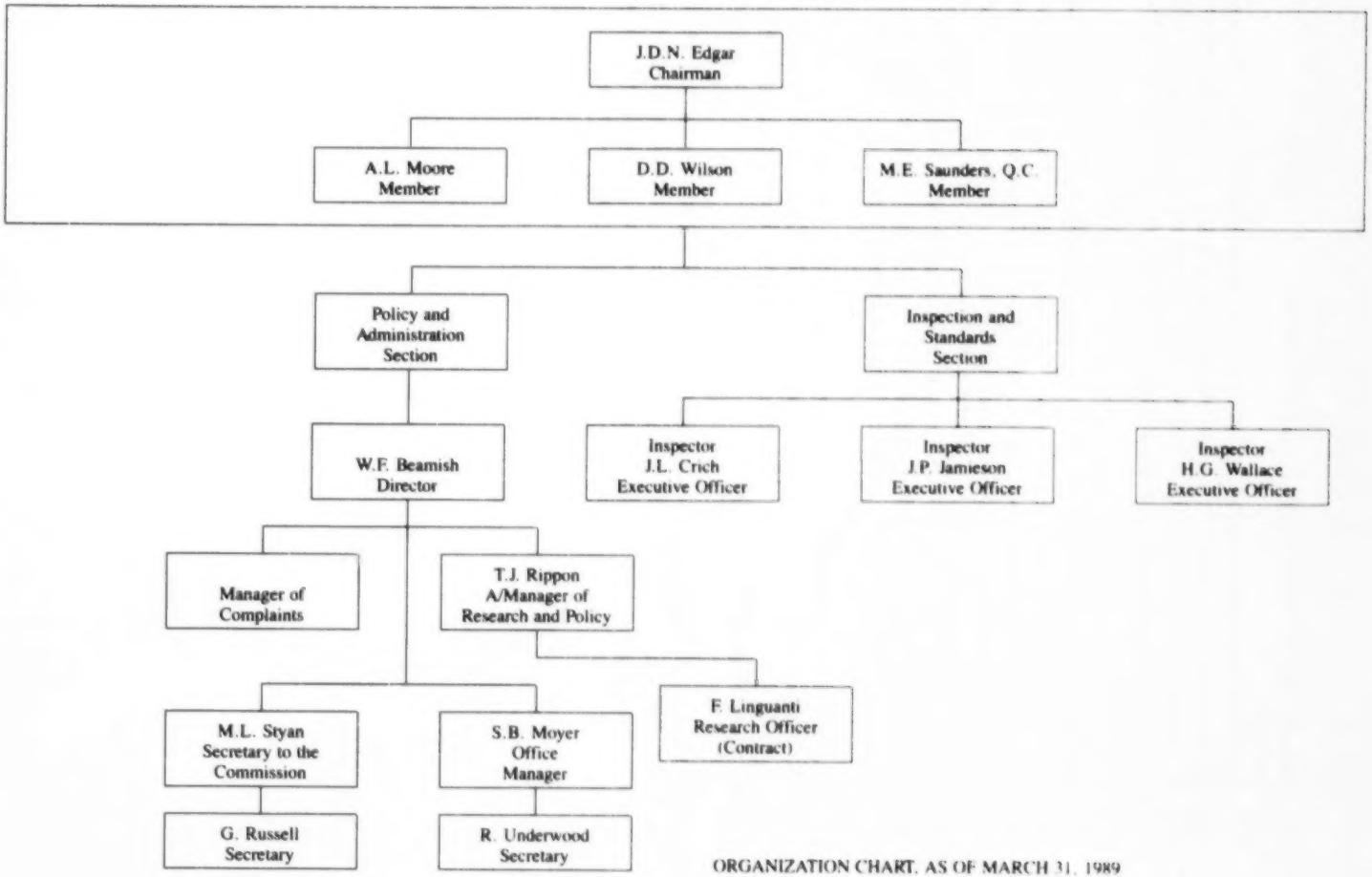
The Police Commission was established in 1974 under the *Police Act*. There was, at that time, a perceived need for higher standards and better coordination of police departments in the Province, effective procedures for holding the police accountable to the public, and development of greater understanding and cooperation between the police and the public.

The mission and functions are no less important in 1988/89. Today the mandate of the Commission includes all aspects of policing for the 12 municipal departments. With a principal focus on the operations and systems of administration of these departments, the work of the Commission includes the development of policing standards and ongoing audits; the conduct of special inquiries and investigations; the development and conduct of research related to police operations and management; formulation of educational and training standards and requirements; and submissions of recommendations to the Solicitor General as required.

Members of the Commission are appointed by the Lieutenant Governor in Council. Members of the Commission are Mr. J. David N. Edgar, Chairman, Victoria (full-time); Ms. Mary Saunders, Q.C., Vancouver; Mayor Audrey Moore, Castlegar; and Mr. David Wilson, Vancouver.

The Commission staff includes a Director; Manager of Research and Policy; three seconded Executive Officers, presently from the Vancouver Police Department, Saanich Police Department and the Royal Canadian Mounted Police; Secretary to the Commission; Office Manager; two office assistants; and contract positions.

BRITISH COLUMBIA POLICE COMMISSION



ORGANIZATION CHART, AS OF MARCH 31, 1989

II. COMMISSION COMMENTARY

A guiding principle for the Commission in its role as a public body is to maintain an awareness of and receptivity to the environment in which the police operate. The Commission, in a proactive role, monitors and evaluates a range of social, political, technological, and economic factors which are then incorporated in the development of strategies and projects related to the operations and management of municipal police departments.

(a) Police Use of Deadly Force

Consistent with this philosophy, an important focus for the Commission in the next 12 months will be police use of deadly force. Recognizing a growing public awareness of and concern with incidents in which deadly force had been used by municipal police officers, the Commission set out to review the situation by means of a thorough review of current practices, policies and legislation. A discussion paper, generated in the fourth quarter of this fiscal period summarized these important issues and was distributed within the Ministry and the police community. A review of the current Police (Firearm) Regulations is underway with circulation of drafts of suggested regulatory change to interested parties to be followed by consultation. It is expected that this process will lead to recommendations to the Solicitor General for change. Further details are to be found later in this report.

(b) Non-lethal Weapons

Concurrently, the Commission in its proactive role, is conducting a study on safe and effective alternatives to the use of deadly force. Pursuit of this endeavour is based on the premise that not only is the alternative to deadly force safe for the victim, it must provide a similar level of protection to a police member in neutralizing a difficult confrontation.

(c) Police Standards

During the next fiscal year, the Commission, in conjunction with the chiefs of municipal departments, will pursue a course leading to development and implementation of standards for municipal policing. Standards are defined as the set of broad, written guidelines established under the *Police Act* which define expected organization, performance and service objectives for the operation and administration of municipal police departments in British Columbia. The requirements as set down in the standards will be mandatory and will define minimum acceptable levels of performance in operations and management of those departments.

Standards achieve two distinct objectives. Firstly, standards set operational and administrative guidelines for all police administrators and managers to strive towards. Secondly, standards serve as a baseline of expectations against which the Commission measures the level of performance for each of the 12 municipal departments. Thus, standards provide uniformity, consistency and objectivity in the audit process.

It is expected that standards will be developed in the next fiscal year with implementation to follow as soon as practical.

(d) Appeals under the *Private Investigators and Security Agencies Act*

The *Private Investigators and Security Agencies Act* is a licensing and regulatory system for the private security industry. This Act which covers locksmiths, private investigators, armoured car attendants, security alarm installers and security patrol personnel, attempts to ensure that those working in such security sensitive positions are honest and reliable.

The Commission wishes to underscore the importance of this Act and the regulatory system established under it. It governs an important entry point into "private" policing in the Province, an area of growing importance.

The Commission also supports the efforts of the Registrar under the Act and others within the Ministry of Solicitor General to ensure that sufficient qualified personnel and support are available to the Registrar to properly discharge the licensing and regulatory responsibilities imposed under the Act by the Legislature.

The Commission is the appellant body named in the Act to hear appeals of those who wish to appeal the refusal by the Registrar to issue a license or the cancellation of an existing license. To provide some consistency in the procedure to be followed in hearing such appeals, the Commission this past year issued a statement of the procedures that will be followed. This statement is reproduced in this Annual Report and appears as Appendix A.

During the year, two or three issues arose on appeal which involved the approach of the Registrar's office to the appeal process itself. One concerned the use by the Registrar of police reports on appeal which were not available either to the appellant or the Commission. Aside from the unsubstantiated and hearsay nature of such evidence, these reports had not been included in the certified record as required by the Act. It is the Commission's view that if the Registrar feels he cannot reveal certain reports or information which have come to his attention, then he cannot use that material on appeal.

In one case, the Registrar had received and used incorrect evidence to cancel a security employee license. While the Commission does not fault the Registrar for erroneous reports he receives from others, this case did indicate that the Registrar's office should at least ensure the accuracy of a report upon which it intends to rely to cancel a license and cause the holder to lose his job. More appropriate, we feel, would be that the Registrar give the licensee an opportunity to be heard prior to the cancellation of a license.

The Commission also expressed the view in a decision that while the appeal before the Commission is technically a new hearing, that hearing should concern as much as possible the stated reasons of the Registrar given at the time of the initial decision not to license or to cancel. That is the basis of the appeal and it is unfair that an appellant, without notice, be faced at the hearing with new and different grounds for the Registrar's decision. Obviously if there are important factors which bear on the Registrar's decision of which he learns after an appeal has been filed, then he can bring them forth with disclosure to the appellant and the Commission as soon as possible.

The Commission wishes to point out that it continues to receive good cooperation from the Registrar and his officials in the handling of appeals. The three concerns mentioned above have been appropriately dealt with by the Registrar and we mention them here so that those who might come before the Commission know how we approach these issues.

(e) Equity in Training of Police Constables

Recruit training and advanced officer training for municipal constables in British Columbia is provided by the Police Academy, Justice Institute of British Columbia.

In order to ensure equal access to training, the Police Academy, funded by the Province of British Columbia, provided meals, accommodation and travel costs for certain blocks of recruit training and all advanced training courses prior to April 1, 1988. Effective on this date, funding was eliminated for constables who cannot return home at the end of each training day. The net result is that if municipalities do not fund members' out of pocket expenses, this training does not occur. All advanced training for Vancouver Island constables has stopped; this change also affects the Nelson Police Department, and to a lesser extent the outlying Greater Vancouver departments.

This action makes the recruitment of fully trained officers from other jurisdictions more attractive, and reduces opportunities for candidates to choose policing as a career in their local area. This action may also reduce confidence that the quality and philosophy of policing in municipal departments is uniform throughout the Province. Until this funding issue is resolved, variances within municipal police department training will increase. This is contrary to the objective of standardization contemplated in the *Police Act* and Police Training Rules, and to the objectives of the Police Academy. This issue is of serious and immediate concern.

III. THE COMMISSION'S PROGRAM

AUDITS

The Commission carries out regular audits of the 12 municipal departments in accordance with standardized auditing procedures. The purpose of these comprehensive audits is to ensure that the operations and management of these organizations is in accordance with prescribed standards of performance. An audit team, consisting of seconded police inspectors and Commission staff, inspect an array of policies, procedures and functions, and make recommendations for change as required.

During the 1988/89 fiscal year, two municipal police departments were audited. These were the Nelson Police Department, and the Bureau of Support Services, Vancouver Police Department. During the fourth quarter of the 1988/89 fiscal year, an audit of the Saanich Police Department was begun with completion scheduled for the next fiscal year.

The audit process requires that any performance shortfalls be addressed by the department, and that a follow-up audit of those specific areas be conducted, usually within six months. A follow-up audit of the Nelson Police Department was carried out in January of 1989 to evaluate progress on issues arising from the original audit. A follow-up audit remains to be conducted of the Matsqui Police Department.

In the 1988/89 fiscal year, a third seconded inspector was added to the Commission staff. An advantage of this is to add a seconded officer to the Commission from the Greater Victoria police departments, to balance that from the Greater Vancouver area. Further, it provides another perspective on policing and auditing, and increases Commission resources.

UCR Audits

In 1972, the Canadian Association of Chiefs of Police, in concert with Statistics Canada developed the Uniform Crime Reporting (UCR) system for Canadian police departments and the R.C.M.P. One of the objectives was to ensure accuracy and consistency in the reporting of crime statistics which form the basis for standardized police operational and administrative data in Canada.

In a more recent arrangement with the British Columbia Association of Chiefs of Police, the Commission undertakes to conduct audits of the Uniform Crime Reporting system for all municipal police departments. The UCR audit process conducted by the B.C. Police Commission is unique in Canada.

Thirteen annual audits were completed. These were as follows:

Delta Police Department	July 19–20, 1988
West Vancouver Police Department	July 27, 1988
Oak Bay Police Department	August 9, 1988
Central Saanich Police Department	August 10, 1988
Esquimalt Police Department	September 8, 1988
Port Moody Police Department	September 13, 1988
Victoria Police Department	November 21–24, 1988
Ports Canada Police (Courtesy)	November 29, 1988
Vancouver Police Department	December 5–8, 1988

New Westminster Police Department	January 10–12, 1989
Nelson Police Department	January 16–17, 1989
Saanich Police Department	February 20–22, 1989
Matsqui Police Department	March 27–29, 1989

To conduct these audits a random sampling of police files is undertaken with checks made of qualitative and quantitative factors. Variance rates are frequently below 1% and almost always within the 5% acceptance level.

APPEALS

(a) *Police Act*

As previously discussed in this report, the Commission received three appeals under the *Police Act* in this fiscal year. Of these, two were heard with the third scheduled for hearing in April of 1989.

The first appeal by a member of a municipal police force was conducted in private according to the Police (Discipline) Regulation. Dismissal of the appeal resulted in upholding a five day suspension without pay for the police member.

The second appeal concerned a citizen's complaint against a police member and was conducted as a public inquiry under the *Police Act*. The original findings by the chief constable that the allegations against a municipal constable were unfounded were upheld by the police board acting as a disciplinary tribunal. In reaching its decision, the board conducted the appeal as a preliminary hearing, not as a public inquiry as required by the *Police Act*.

The appellant applied to the Commission for leave to appeal the board's decision on the basis that the inquiry by the disciplinary tribunal was not thorough or fair. In granting this application the Commission commented on the board's procedure as follows:

> 'It was not thorough because it failed properly to review the investigation made and to hear the evidence of those who might have been witness to the events or, if appropriate, those who are alleged to have been involved. Unless there are good reasons to the contrary, which have not been presented to us, we feel such evidence is essential to the thoroughness of the inquiry and vital in enabling the Board to justly exercise its discretion as set out in Section 43 of the Act.
>
> In addition to not being thorough, we feel the inquiry was unfair in that it gave the complainant no opportunity to cross-examine those who might have been involved or who might have been witnesses, or to know and fully challenge the basis of the rejection by the Chief Constable of his complaint. The inquiry may also not have been fair to the general public because it denied the Board the opportunity to fully inquire into the circumstances surrounding the complaint and to consider policy and procedural changes that might be warranted by such evidence.'

The Commission, having granted leave to appeal and after conducting an inquiry, decided that 'there was insufficient evidence . . . to support the main complaints or to order that any disciplinary action be taken'.

(b) *Private Investigators and Security Agencies Act*

The B.C. Police Commission has responsibility to hear appeals under authority of the *Private Investigators and Security Agencies Act*. Decisions of the Registrar of this Act range from refusal to issue/re-issue, suspension, or cancellation of a license to an individual or security business in British Columbia. Information about the appeal process during the reporting year is provided in the following table:

Type of License	Number of Applications	Appeals Heard	Withdrawn	Allowed	Dismissed
Security Employee	17	15	2	8	7
Security Business	2	1	1	1	0
TOTAL LICENSES	19	16	3	9	7

(c) *Inquiry Act*

(i) Jacobsen Inquiry

On July 22, 1988, three members of the B.C. Police Commission, having previously been appointed Commissioners under Part 2 of the *Inquiry Act*, released their report on injuries to Michael Albert Jacobsen, stated by him to have been caused in the Vancouver City Jail in 1983. The three members were Malcolm A. Matheson, Mary E. Saunders, and J. David N. Edgar.

Mr. Jacobsen was arrested on September 30, 1983, by the Vancouver Police Department for being drunk in a public place and was incarcerated in the Jail. During his detention he alleged that he was assaulted by members of the Department who were on duty in the Jail; he suffered a fractured kneecap.

The incident resulted in a series of investigations and inquiries by the Vancouver Police Department and the Vancouver Police Board. Following appointment by the Lieutenant-Governor in Council of the Commission, the Commission examined and considered the pertinent internal police inquiries and investigations, hearings under the *Police Act*, all relevant documentation and exhibits and the direct testimony given under oath of witnesses.

The Commission concluded that Mr. Jacobsen, having been arrested for his own safety due to his state of intoxication, suffered a broken kneecap when assaulted in the Vancouver City Police Jail by one or more officers on duty at the time. Further, because of a diminished sense of integrity and an absence of commitment to the Oath of Office, none of the officers involved took steps to protect Mr. Jacobsen from injury. Subsequently, there was collusion, suppression of evidence and lies on the part of those involved to avoid the truth of the incident.

The Commission of Inquiry recommended that:

(a) The matter be referred again to Crown Counsel;

(b) The disciplinary authority under the *Police Act* review the conduct of the officers involved;

(c) A study be conducted of the operation of the three jails in the one block radius, with particular emphasis on the viability of discontinuing the operation of a jail by the Vancouver Police Department;

(d) A program be developed for the enhancement and maintenance of police ethics to a standard commonly displayed by professional police constables; and

(e) Video monitoring and recording equipment be installed to cover the booking and other critical areas of the Vancouver City Police Jail.

(ii) Fullerton Inquiry

On February 2, 1989 the Minister announced the appointment of a three member Commission consisting of Mr. David Edgar, Chairman, Ms. Mary Saunders, Q.C., and Mrs. Audrey Moore who are members of the B.C. Police Commission, to investigate and report on allegations by Robert and Francine Fullerton against the action of members of the Matsqui Police Department.

The scope of the inquiry is to enquire, investigate and report on:

(a) all factors surrounding the action of members of the Matsqui Police Department in relation to Robert and Francine Fullerton on or about July 15, 1985;

(b) whether Robert or Francine Fullerton sustained injuries while detained in police custody and, if so, the extent of these injuries, the persons who inflicted them, the reasons for so inflicting them, and the time and place the injuries were sustained;

(c) whether any member or staff of the Matsqui Police Department or any other person contributed to, or had or acquired knowledge of, the injuries to Robert or Francine Fullerton and, if so, who were they and where and to what extent did each contribute to the injuries or have or acquire such knowledge;

(d) whether any police officer who had knowledge of the perpetration of an assault (if one occurred) on Robert or Francine Fullerton took steps to protect him or her from injury and, if not, why not; and

(e) all records of internal disciplinary investigations, legal proceedings and other enquiries which took place as a consequence of complaints by Robert or Francine Fullerton under the *Police Act*.

The Commission of Inquiry will hold hearings and in due course report to the Lieutenant-Governor in Council on its findings.

CITIZEN COMPLAINTS

In consultation with the police and other agencies, the Commission proposed amendments to the *Police Act* both to strengthen the Commission's investigative and enquiry powers and to ensure that citizen complaints against municipal police departments are handled promptly and impartially. The amendments received third reading in the Legislature on June 16, 1988 with proclamation expected in July of 1989.

The revised *Police Act* now defines a complaint as "an allegation in writing made by a member of the public respecting the conduct of a municipal constable or a provincial constable which, if proven, would constitute a disciplinary default under a code of conduct established by regulation". The revisions also provide better accessibility to the complaint process through the creation of the Office of Complaint Commissioner who will be available to provide assistance to all parties involved in resolving a complaint.

The Complaint Commissioner may request the reinvestigation of a complaint by the disciplinary authority of a police department; he/she may request the Commission to order a special investigation of a complaint if it is in the public interest to conduct an independent investigation.

The amendments reflect an appreciation of the need for better communication between the complainant and the police department during the resolution of a complaint. It is expected that the number of serious complaints will be reduced, and that the majority of complaints will continue to be resolved informally.

It should be noted that amendments to the *Royal Canadian Mounted Police Act* established the Royal Canadian Mounted Police Public Complaints Commission in September 1988. The Commission, headquartered in Ottawa, is responsible for the receipt and handling of complaints against the conduct of R.C.M.P. members.

The R.C.M.P. complaint procedures provide for an informal resolution or an investigation of the complaint by the R.C.M.P. If a complainant is not satisfied at the end of an investigation, he or she may request a review by the Chairman of the Public Complaints Commission. After reviewing a complaint, the Chairman may initiate an inquiry or terminate the complaint. At the conclusion of an inquiry, the Chairman may make recommendations to the Commissioner of the Royal Canadian Mounted Police regarding the handling or resolution of the complaint. The Commissioner then indicates whether or not he will comply with the request. The B.C. *Police Act* differs in that, after holding an inquiry, the B.C. Police Commission may order alternative disciplinary action to be carried out with any such decision or order final and binding.

Complaint Statistics

The following table includes a statistical analysis of complaints received against municipal constables in the calendar year 1988. The total number of complaints decreased 19% from 353 in 1987 to 287 in 1988.

Public Complaints Against Members of Independent Municipal Police Departments in 1988

	Type					Policy Duty Section					Action Taken			Appeals	
	Total No.	Excessive Force	Dis-respectful Behav.	Neglect of Duty	Other	No. of Police	Uniform Patrol	Detective	Traffic Duty	Other	Informally Resolved	Not Pro-ceeded With	Formal Invest.	Public Inquiry	Police Com-mission
Central Saanich	2	–	2	–	–	3	3	–	–	–	2	–	–	–	–
Delta	1	–	–	1	1	2	1	1	–	–	–	–	1	–	–
Esquimalt	4	2	1	1	–	8	8	–	–	–	1	–	3	–	–
Matsqui	21	1	6	1	13	24	17	2	2	3	13	2	5	–	–
Nelson	2	–	1	1	–	2	2	–	–	–	1	1	–	–	–
New Westminster	14	5	7	1	1	18	16	–	–	2	4	5	3	–	–
Oak Bay	1	1	1	–	–	2	2	–	–	–	–	1	1	–	–
Port Moody	10	4	3	1	2	14	13	–	–	1	7	–	3	1	–
Saanich	6	–	3	1	2	8	–	2	3	3	6	–	–	–	–
Vancouver	202	40	105	57	–	275	211	14	37	13	129	21	9	2	–
Victoria	13	6	4	1	2	16	9	3	4	–	5	6	1	1	1
West Vancouver	11	6	3	–	2	13	10	1	2	–	3	4	3	2	–
TOTAL	287	65	136	65	23	385	292	23	48	22	171	40	29	6	1

SPECIAL INVESTIGATIONS

The *Police Act* provides for the Commission to conduct special investigations respecting an act or omission by a provincial constable or a municipal constable. Special investigations must be ordered by the Minister or requested by a disciplinary tribunal.

In this fiscal year the Commission conducted one special investigation. This concerned a serious complaint from a member of the public against two members of a municipal police department.

Because the complaint was of a criminal nature the Commission requested and received the cooperation of the Delta Police Department which conducted the investigation. The complaint was not against members of the Delta Police Department.

During the course of the investigation the complainant withdrew his complaint and the investigation was stopped. After reviewing the statements and evidence concerning the complainant's allegations, the Commission concluded that the allegations were false and reported its findings to the Minister.

RESEARCH INTO POLICING ISSUES

An important component of the Commission's program is the conduct of research. During this fiscal year, several studies of significance to the general public and to the police community were carried out. A portion of the work was in support of the inspection process while the balance was independent projects arising from other Commission priorities.

(a) Police Use of Deadly Force

Several incidents of police use of deadly force occurred in 1988. This caused the Police Commission to undertake a study to review Provincial legislation, and municipal department policies and procedures with respect to the use of such force within British Columbia. A discussion paper completed in January, provided background information on the issue by summarizing studies that had been completed in Canada and the United States. The discussion paper examined current legislation, police policies and procedures with respect to the use of firearms, Charter implications, and Law Reform Commission proposals.

Several recommendations were made including changes in the Police (Firearm) Regulations, and the policies and procedures of municipal police departments. These will be examined in the next fiscal year through joint consultation with relevant groups and agencies.

(b) Evaluation and Public Attitude Studies

The Commission regularly engages in evaluation and public attitude studies often in conjunction with a regular audit. These studies are designed to monitor the environment within which a police department operates. Measures of citizens' perceptions of the quality of police service; efficiency of a police department; fear of being victimized; and other measures provide valuable insights about the functioning of a police organization.

Two studies of this nature were undertaken during this fiscal year. The first was an evaluation of the quality of police service provided by the Matsqui Police Department as determined by users of the service. Respondents reported on a range of performance indicators including their perceptions of response time to their call; quality of on-scene service; attitudes towards follow-up investigations; and other variables. Generally, study results indicated that the relations between the police and the public are very good; respondents were more likely to report a higher level of overall satisfaction when a car was dispatched to the scene compared to handling the call over the telephone; and there was a noticeable drop in overall satisfaction as response time increased beyond 30 minutes.

In a similar study, as part of the audit of the Saanich Police Department, the Commission undertook a study with two objectives: measurement of public perceptions of personal safety; and quality of police service provided by the Saanich Police Department. In the portion of the study dealing with perceptions of safety, a high percentage believed that crime rates were "low" in their own neighbourhood; similarly, two-thirds indicated crime rates were "stable" in their community generally. In the portion of the study evaluating quality of police programs and services, many felt the police should be "more strict" in enforcing traffic laws; the majority were aware of crime prevention programs though few were active participants; and the majority rated the police favourably in the enforcement of laws, friendliness (officer friendly), promptness in responding to requests for service and providing information on ways to reduce crime.

(c) Police Use of Firearms

Under the Police (Firearm) Regulations, police departments are required to report annually all shots fired by police members in the line of duty. An analysis of statistics and comparison with the previous year is given in the following table.

Shots Fired in 1988 and Percent Change over 1987

Statistics	1987	1988	% change
Total fired:	269	207	−23%
No. members involved:	158	110	−30%
Shots per member:	1.6	1.9	
Fired intentionally:	260	199	−23%
Fired unintentionally:	9	8	− 1%
Persons injured:	4	3	−25%
Persons killed:	0	4	4%
Animals killed:	193	163	−15%
Estimated property damage:	$2,805	$38,600	

REPORT ON POLICE ACADEMY PROGRAMS

Rules established by the Police Commission provide the authority for the Police Academy as a part of the Justice Institute of B.C., to conduct police training and certification for all municipal police departments. In addition, the Academy provides a range of career development and personnel services which include, an assessment centre for recruit entry and promotion; pre-service physical fitness testing; recruit entry and promotion exams; print and video productions; and related research.

Peace Officers Basic and General Training Program

The five blocks of interval training spanning the first three years of police service continues to be the most practical and effective process for blending theory and training with the practical requirements of general patrol duties. Nine classes consisting of 234 Constables attended the Academy, 60 of whom were recruits. Visible minority and female recruits represented 18% of those trained this year.

Ten candidates successfully challenged the special provisions of the training rules which permit those with previous police service to seek exemption from various levels of the Training Program. Exemption candidates are required to successfully complete Blocks IV & V as well as three days of firearms training, driving and physical abilities testing, and simulated incident investigations.

Advanced Programs

The range of duties performed and specialist services provided by the police call for an ever expanding curriculum. In excess of 40 different training programs were conducted covering the needs of general patrol, investigative techniques, supervisory and management responsibilities and special units. A number of new courses, workshops and seminars were developed and offered for the first time including, Child Sexual Abuse Investigation and Bill C-15; the role of the civilian dispatcher in officer survival incidents; workshops on youth gang activity; Bill C-61 and drug, vice, and organized crime investigators workshop; and computer courses for police managers. Two seminars on The Future Face of Law Enforcement examined the social and technological trends and their future impact on the justice system.

One hundred and fourteen municipal police officers attended senior management and specialized courses at the Canadian Police College, Ottawa. Contract instruction was provided for B.C. Tel and B.C. Transit Investigators. Teams of instructors visited Alberta to conduct Officer Survival Training and Telecommunication Operators course.

Research, Development and Assessment

On average, the Academy conducts 12 to 15 Assessment Centres per year. This year, the number rose to 21 with 240 candidates processed. Seventeen new assessors were recruited to meet this demand.

Other Activities

A number of major police departments from across the country including the R.C.M.P. made the decision to adopt the Police Officers Physical Abilities Test (POPAT) developed at the Justice Institute.

The Police Academy was contracted by Statistics Canada to develop a training video tape for the Law Enforcement Program of the Canadian Centre for Justice Statistics. This tape explains the role of the street level police officer in the Uniform Crime Reporting and explains the benefits of statistics for manpower planning, deployment, and budgeting purposes.

Other productions completed during the year included a 25 minute video entitled "Policing as a Career". This provides a realistic appreciation of the police role for those contemplating a police career.

The Academy created and co-ordinated the first national Police Video Awards to recognize excellence in audio visual training productions. These awards were presented at the Police Educators Conference in Montreal. The Justice Institute production "A Nose for Crime" won top honours and went on to receive an Award of Merit from the Association for Media Technology in Education in Canada, and the "Silver Cloud" award at the International Television Association Awards.

A Police Dog Standards Committee, established last fiscal year, under the chairmanship of the Director of the Police Academy completed its assignment. A set of minimum training standards and policy governing the operation of municipal police dog units were developed and circulated to the police community for comment.

General

Revenue from contract instruction, the sale of POPAT Conditioning Booklets, the publication of Issues of Interest, and tuition for Ports Canada Police training generated $50,680 as revenues to the Police Academy, up 60% from the previous year.

Despite the necessity to reduce a number of Advanced Programs during the fiscal year due to a reduced funding formula for student support, Student Training Days were decreased marginally (6.6%) from the previous year's figure of 16,272.

RELATED ACTIVITIES

(a) Police Honours Night

Police Honours Night is an occasion to recognize members of municipal police departments and the Royal Canadian Mounted Police in British Columbia who have performed a service to the citizens of British Columbia in one of three categories: bravery; outstanding service to the community; and outstanding service on assignment.

Special awards of appreciation are also presented to members of municipal police boards whose terms of appointment expired in 1988. Members are appointed by Cabinet for each of the 12 municipalities which have independent municipal police departments; service on these boards is voluntary for terms up to six years.

Police Honours Night was held on November 17, 1988, at Government House in Victoria. On this occasion The Honourable David C. Lam, Lieutenant-Governor, and the Honourable Angus Ree, Solicitor General, presented awards to 20 members of British Columbia's policing community representing the Royal Canadian Mounted Police, the Saanich Police Department, the Vancouver Police Department, and the Victoria Police Department.

For 1988/89, a Special Award was presented to the members of the Greater Victoria Police Chorus for outstanding service to the community.

The following is a list of police members and police board members honoured on this occasion:

(A) POLICE MEMBERS HONOURED

NAME	POLICE DEPARTMENT
Outstanding Service on Assignment	
Constable Peter Ditchfield	Vancouver Police
Inspector Ron Foyle	Vancouver Police
Constable Mark W. LaLonde	Vancouver Police
Constable Roger D. Shepard	Vancouver Police
Sergeant Geoffrey D. Wiggins	R.C.M.P. Abbotsford
Constable Terry T. Betts	R.C.M.P. Mission
Outstanding Service to the Community	
Constable Gary P. Green	Victoria Police
Bravery	
Constable Robert M. Wall	Saanich Police
Constable Bruce Dureau	Vancouver Police
Constable Peter Parlevliet	Vancouver Police
Constable Gary S. Graham	R.C.M.P. Fort Nelson
Constable Melville W. Routley	R.C.M.P. Grand Forks
Constable Steven F. Fullerton	R.C.M.P. Grand Forks
Constable Rolande S. Ouellet	R.C.M.P. Grand Forks
Auxiliary Constable Clifford Schuh	R.C.M.P. Grand Forks
Corporal Brian R. Douglas	R.C.M.P. North Vancouver
Constable Craig A. Gates	R.C.M.P. North Vancouver
Constable Phillip D. Morris	R.C.M.P. North Vancouver
Constable Thomas R. Hansen	R.C.M.P. North Vancouver
Constable Robert J. Hagymasy	R.C.M.P. North Vancouver
Special Award	
Greater Victoria Police Chorus	

(B) POLICE BOARD MEMBERS HONOURED

Mayor Ernest Burnett	Delta Police Board
Mr. W. Richard Green	Delta Police Board
Mayor Ken Hill	Esquimalt Police Board
Mr. J. Byron Price	Esquimalt Police Board
Mr. Thomas E. Kirk	Esquimalt Police Board
Mr. Alan Rowley	Matsqui Police Board
Mr. George Kozak	Nelson Police Board
Mr. Gordon C. Mitchell	Port Moody Police Board
Mr. David R. Wilson	Saanich Police Board
Mr. Dave Watkins	Saanich Police Board
Dr. Donovan W.M. Waters	Victoria Police Board
Dr. Colin K. Campbell	Victoria Police Board
Mr. David D. Wilson	Vancouver Police Board

(b) Municipal Police Boards

The *Police Act* requires that every municipality over 5,000 population provide police services to adequately enforce municipal, provincial, or federal laws. This service may be provided by a municipal police department or through service contract with the R.C.M.P. In the situation where a municipal police department is formed, a board must be established to ensure that a satisfactory level of policing is provided.

The duties of the board are prescribed by the *Police Act* and include:

(1) establishing the municipal police department consisting of a chief constable and other constables and employees the board considers necessary to provide policing in the municipality;

(2) preparing budget estimates required to operate the police department, the formulation of rules governing the administration of the police department and the efficient discharge of duties by its members;

(3) negotiating a collective agreement with the police union;

(4) initiating and conducting research studies or investigations respecting law enforcement, crime prevention, police and policing within its municipality; and,

(5) acting as a discipline tribunal for the purpose of conducting public inquiries into citizen complaints against police members or hearing appeals from internal discipline charges.

A police board may consist of seven persons, with the mayor of the municipal council automatically the chairman. One person is appointed by municipal council, and not more than five persons appointed by the Lieutenant Governor in Council after consultation with the Police Commission. This composition is designed to ensure that local political and community concerns as well as the concerns of the Minister are addressed by the boards while carrying out their responsibilities.

The following is a list of the 12 municipal police boards and members as of March 31, 1989.

Central Saanich

Mayor Ron E. Cullis
Timothy E. Dunford
Terrence A. Farr
David W. Hallman
* Michael Davis

Esquimalt

Mayor W.R. Warder
Brian McKenzie
George Devlin
Frank Boddy
* M. Irene White

Nelson

Mayor Gerald Rotering
Fred Hinnitt
Alan J. Burch
Boris M. Stefiuk
* Louis Maglio

Oak Bay

Mayor Susan Brice
John R.H. Ley
Rosemary Emery
Dr. Charles Clayton
* Donald A. Farquhar

Saanich

Mayor Howard Sturrock
John S. Bower
Ian S. Vantreight
Lyman R. Robinson
* Helen Hvozdanski

Victoria

Mayor Gretchen Brewin
Cedric Steele
Donna Thomas
S. Frank B. Carson
Reginald F. Mooney
* Kelvin D. Armstrong

Delta

Mayor D.J. Husband
Arnold O. Koroscil
Merrilee Harris
* William G. Weiler

Matsqui

Mayor David Kandal
Edward L. Rempel
J.S. Robertson
John R. Singleton
Mohinder S. Gill
* John A. Murphy

New Westminster

Mayor Betty Toporowski
Herbert E. Hamm
Russel V. Cooper
David I. McDonald
* George P. Cassady

Port Moody

Mayor D.T. Driscoll
William J. Townsend
Garry E. Payne
R. William Brown
* John L. Northey

Vancouver

Mayor Gordon Campbell
Felicia S. Folk
Abtar Berar
Kathleen Keating
David Ho
James E. Dorsey
* Donald McIntyre

West Vancouver

Mayor D.A.S. Lanskail
Ronald W. Downey
David R. Hildreth
Warren H. Downs
* James G. Humphries

* Council appointee

BUDGET

BRITISH COLUMBIA POLICE COMMISSION
FINANCIAL STATEMENT FOR FISCAL YEAR 1988/89

Account No.	Account Name	Expenditure
01	Salaries – Established	$251,265
02	Salary Protection (Pensionable)	1,754
03	Employee Benefits	82,506
07	Board & Commission Fees & Expenses	57,785
10	Travel Expenses – Gov't Employees	19,551
15	Communications	26,569
20	Professional Services	180,836
25	Data & WP Supplies & Expenses	7,033
30	Office Expenses	14,098
42	Annual Report	1,339
50	Utilities, Vehicle Operation	7,089
65	Building Tenant Improv.	1,375
68	Data & WP Systems	2,836
69	Office Furniture & Equipment	13,165
75	Lease – Vehicle Fleet	6,775
95	General Expenses	920
	TOTAL	$674,896

Appendix A.

BRITISH COLUMBIA POLICE COMMISSION

Procedures on Appeals Under the
Private Investigators and Security Agencies Act

1. A person whose application under this Act for a licence or a renewal of a licence is refused, or whose existing licence has been cancelled or suspended, may appeal that decision to the British Columbia Police Commission.

2. The Notice of Appeal must be in writing and must be sent to both the Commission and the registrar under the Act.

   The Commission has two offices:

   #405 - 815 Hornby Street,
   Vancouver, B.C.
   V6Z 2E6

   #408 - 3960 Quadra Street,
   Victoria, B.C.
   V8X 4A3

   The registrar's mailing address is:

   The Registrar,
   Private Investigators and Security Agencies Act,
   2nd Floor, 2881 Nanaimo Street,
   Victoria, B.C.
   V8V 1X5

3. A deposit is required by any person appealing under this Act. It is payable to the B.C. Police Commission at the time their appeal is filed. It is $100.00 for an individual with respect to a security employee licence, $150.00 for an individual with respect to a security business licence and $250.00 for a corporation with respect to a security business licence.

4. This deposit will be returned to the appellant if the Commission allows the appeal or if the appellant, within 10 days after giving notice of appeal, gives notice to the Commission that he abandons his appeal. The deposit is forfeited to the Provincial Government if the appeal is not successful.

5. As soon as the registrar receives a copy of the Notice of Appeal, he will send to the Commission a certified copy of his decision and all other materials in his possession that are relevant to the appeal.

6. The materials in paragraph 5 will be available to the appellant at the hearing. Further, upon request, the Commission will send a copy to the appellant prior to the hearing.

7. The Commission requests that copies of any written material or submissions which either party intends to use at the hearing be sent as early as possible to the Commission and to the other party.

8. The date and place of the hearing shall be arranged by Commission staff who will notify the parties. Effort will be made to find an early date suitable to all concerned.

9. Unless otherwise ordered by the Commission, the hearing of the appeal shall be open to the public.

10. Parties to the appeal may be represented by counsel or an agent. They may also call such witnesses at the hearing as are appropriate and relevant.

11. One or more members of the Commission may sit on the hearing of the appeal.

12. The Commission shall consider the appeal as if it were a new application for a licence.

13. The Commission has the power to summon witnesses to attend and give evidence and produce documents, records and things. Subpoenas must be prepared by the party requesting them and will be issued on application, subject to the Commission being satisfied by the applicant that there is good reason for the application. Enforcement is the jurisdiction of the Supreme Court of British Columbia upon citation.

14. While the Commission reserves the right to determine the procedure at the hearing of the appeal, it shall generally be informal and follow the following format:

    a. when the appeal is from a refusal to licence, the appellant shall proceed first, with the registrar having the opportunity to cross-examine. When the appellant has presented his case, the registrar shall then proceed, with the appellant having the opportunity to cross-examine. Both parties will have the opportunity to make final submissions, the registrar proceeding first.

    b. when the appeal is from a suspension or cancellation of a licence, the procedure set out above shall be followed, but with the parties proceeding in reverse order.

15. If either the appellant or the registrar fails to appear at the time and place set for the hearing of the appeal, the Commission may dispose of the appeal as it thinks fit.

16. The Commission may give a verbal decision at the end of the hearing. Generally, however, it reserves its decision and gives a written decision with reasons within two weeks.

17. Where the deposit is to be returned, procedures to return the deposit will be taken by the Commission staff without any application having to be made.

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